

## Section 4. Jail Population Trends

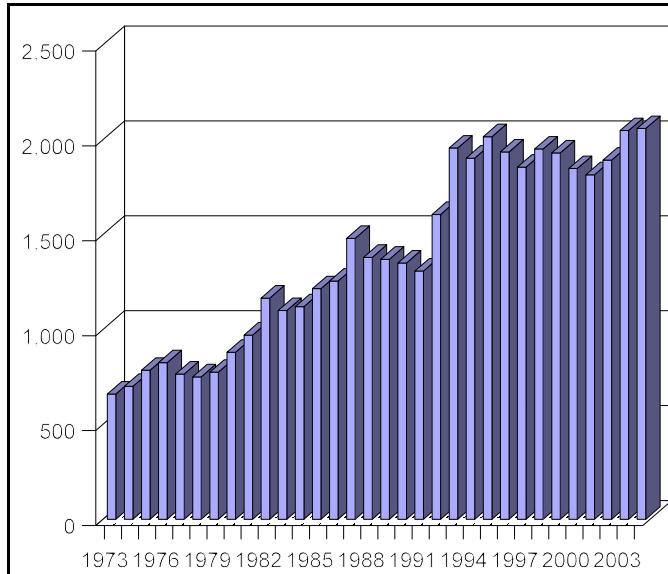
## Section 4. Jail Population Trends

This section of the document examines global jail population trends, including average daily population, admissions and length of stay. Data in this section comes from a variety of sources including prior studies as a part of earlier planning efforts and from internal reports generated by the Sheriff's Office.

## Average Daily Population (ADP)

## Annual Trends

**Figure 4.1** Annual Trend in Average Daily Population (ADP)



The annual trend in ADP includes all County inmates at County operated facilities. At present, that includes the Hamilton County Justice Center (HCJC), Queensgate, Reading Road and Turning Point. The populations at the individual facilities will be analyzed later in this section. ADP from prior years includes all facilities operated by the County, but not City operated facilities (the Work House) prior to the County's assuming operations.

**Table 4.1** Annual Trend in Average Daily Population (ADP)

Year	ADP	Year	ADP	Year	ADP
1973	660	1984	1,120	1995	2,016
1974	700	1985	1,215	1996	1,935
1975	785	1986	1,255	1997	1,855
1976	825	1987	1,480	1998	1,951
1977	765	1988	1,380	1999	1,930
1978	750	1989	1,370	2000	1,848
1979	775	1990	1,350	2001	1,815
1980	880	1991	1,308	2002	1,892
1981	970	1992	1,606	2003	2,048
1982	1,165	1993	1,956	2004	2,059
1983	1,100	1994	1,903		

Figure 4.1 shows how capacity has influenced ADP. The years when HCJC and Queensgate came on line are clearly shown as is the point at which the last cap at HCJC (1994) was established. Hamilton County has a history of having capacity limits set in its institutions; as noted in section one of this

document, capacity limits were established on both the Workhouse and the original Jail. However, review of the last ten years during which capacity has been constant is worth closer examination. It is clear that Hamilton County has been making a number of efforts to manage its jail population; in 2000 and 2001, the County did achieve a population reduction. However, in 2003 and 2004 (the last full year for which data is available), ADP has increased 13% from 2001 (the lowest point since capacity was increased by the addition of Queensgate) and double celling.

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## Monthly Average Daily Population

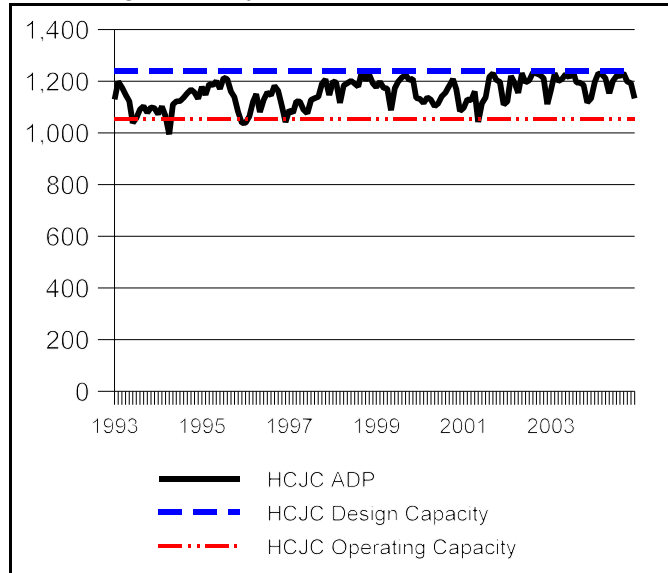
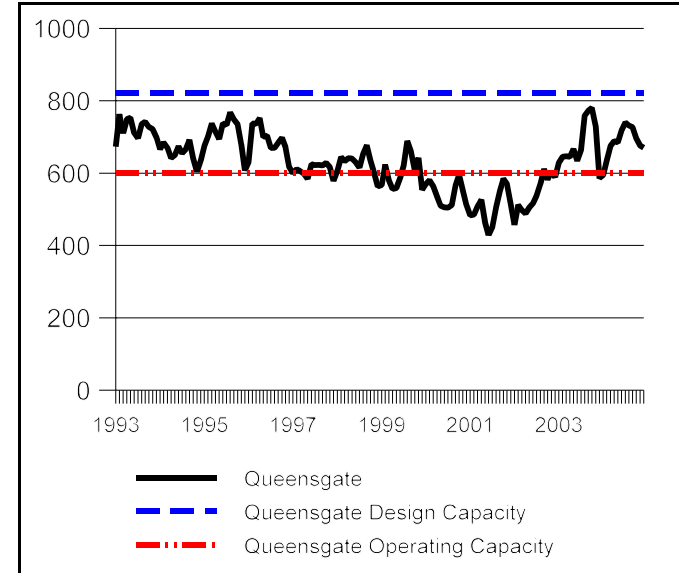
*ADP by Facility***Figure 4.2** HCJC ADP, Design Capacity and Operating Capacity

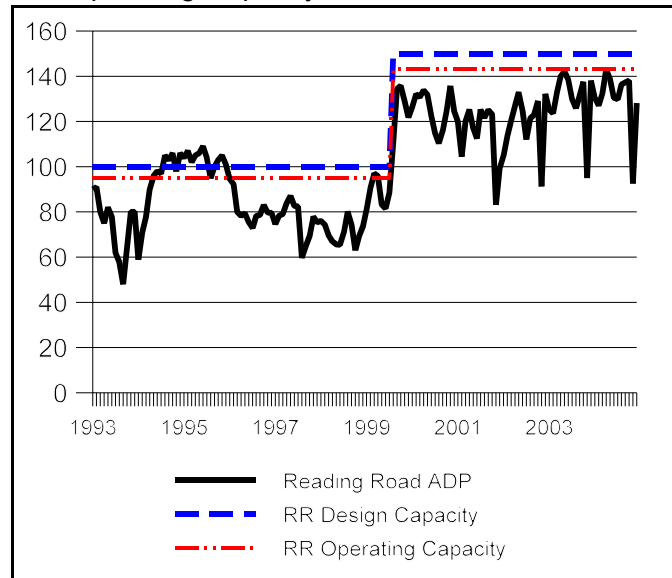
Figure 4.2 and Figure 4.3 show the average daily population, design capacity (as provided in section one) and operating capacity (85% of design capacity). Unlike prisons, jails must always have room for new inmates, and because jails must house a variety of inmate classifications, there must be some open space within the housing units for each classification. This trend is moderately strong; the correlation ( $r$ ) between time (as measured by

the number of the month) and average daily population for the same month is .61 ( $r = .61$ ). Correlations can range from +1 to -1. Stronger trends are closest to +1.

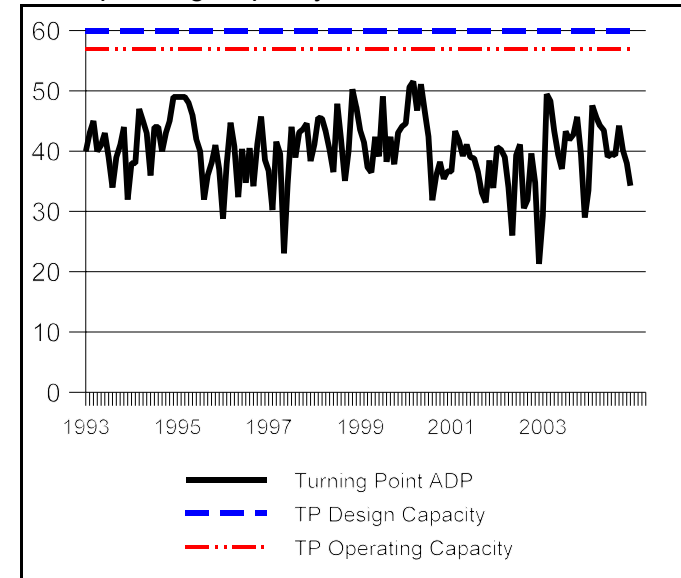
Figure 4.2 shows that HCJC has consistently operated between 85% and 100% of design capacity. During the same period, Queensgate Correctional Facility has consistently been closer to operating capacity, particularly 1997. In fact, there have been periods when the facility was consistently below operating capacity. Between 2001 and 2002, the minimum security population decreased. Staff at the Sheriff's Office believe that this is because the number of minor arrests made by Cincinnati PD decreased in response to local conditions. In 2004, the population at Queensgate has increased again. This trend is very weak and shows a slight trend to decrease the use of Queensgate ( $r = -.15$ ).

**Figure 4.3** Queensgate ADP, Design Capacity and Operating Capacity

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**Figure 4.4** Reading Road ADP, Design Capacity and Operating Capacity

Because Turning Point and Reading Road do not house new inmates, theoretically, they should be able to operate at a higher capacity, similar to a prison; 95% would be typical. Figure 4.4 shows the Reading Road Facility's ADP, design capacity and operating capacity. Since mid 1999, ADP at this facility has never exceeded its design capacity and has been below operating capacity during many months. Figure 4.5 provides the same information for Turning

**Figure 4.5** Turning Point ADP, Design Capacity and Operating Capacity

Point, which has consistently operated below design capacity. The trend in the use of Reading Road is the strongest noted in this analysis ( $r = .71$ ), while the trend in the use of Turning Point is weak and inverse ( $r = -.16$ ).

Clarification of the classification system and the use of each facility helps to explain these findings. Reading Road provides substance abuse treatment while Turning Point is a multiple DUI offender program. Queensgate is a minimum security facility, and minimum security inmates meet the following criteria:

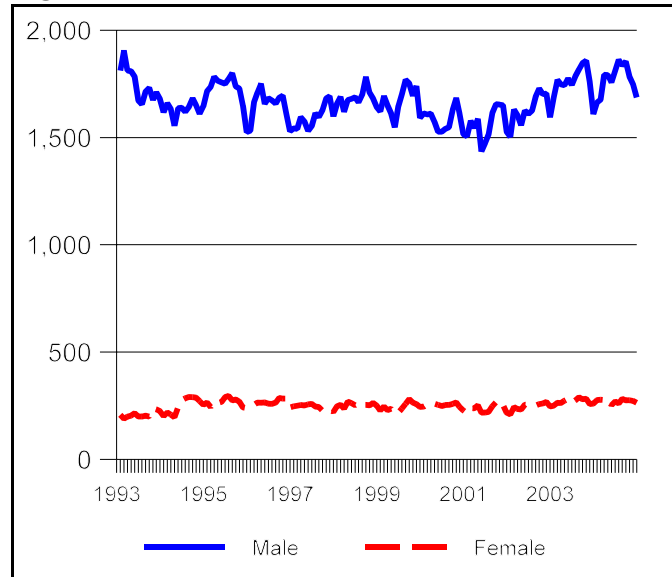
- Non-violent pre-sentenced misdemeanor or sentenced misdemeanor.
- A sentenced non-violent felon with local incarceration time, who has no history of conviction for violence in the last five years.

Both of these facilities have been underutilized during much of their life-time. The primary reasons for this level of utilization are:

- Limitations in who can be placed at these facilities because of their low security level,
- Potential reduction in the use of residential alternatives for minimum security inmates.

These facilities are discussed in more detail in Section 8.

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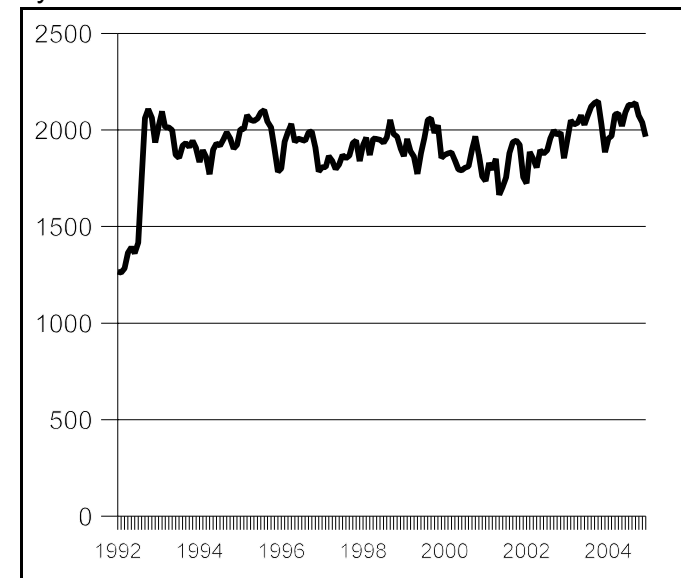
*Male and Female ADP***Figure 4.6** Male and Female ADP

Since 1993, when most of the current capacity came on line, the trend has been even weaker ( $r = .12$ ). Review of Figure 4.7 shows that the trend was relatively flat until 2002. Since that time an increasing trend has emerged which is relatively strong ( $r = .69$ ). This segment of the trend may be suitable for short-term projections, but given its relatively short duration, is not likely to be accurate beyond 3 years.

Between 1993 and 2004, male monthly ADP has varied from a low of 1,435 to a high of 1,906. The female monthly ADP has varied from a low of 190 to a high of 296. Female capacity is limited to 315, 100 of which are at Reading Road. The female offender population has frequently been earlier released or processed only because of lack of capacity. As a result, the ADP of females appears to have been constrained by space.

*ADP in All Facilities by Month*

Figure 4.7 shows the annual trend in ADP in all facilities. ADP in all facilities has ranged from a low of 1,262 in February of 1992 to a high of 2,150 in October of 2003. Overall, the strength of this trend is moderate at best ( $r = .33$ ).

**Figure 4.7** Average Daily Population in all Facilities by Month

## Section 4. Jail Population Trends

## Seasonal Affects

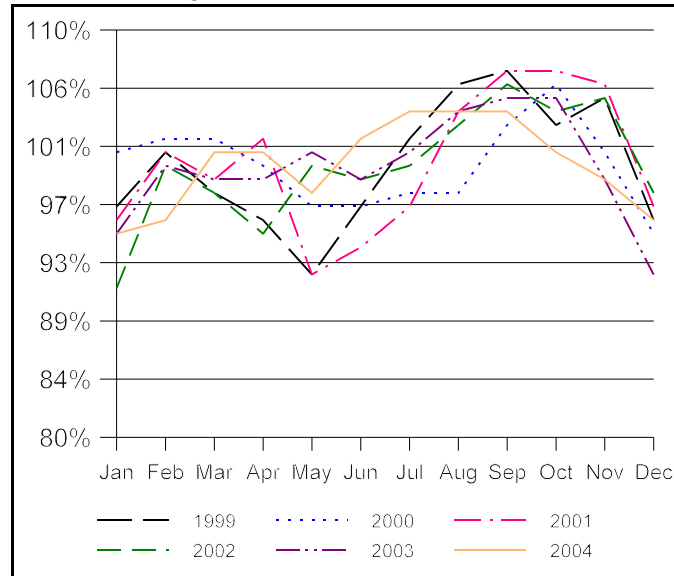
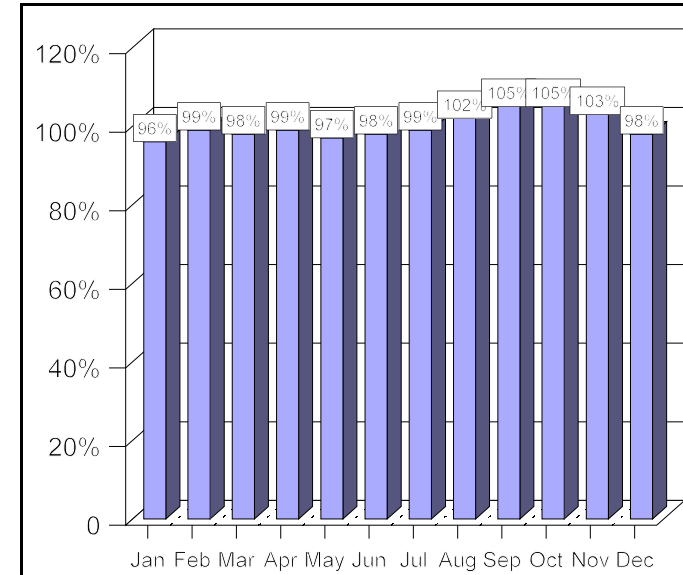
**Figure 4.8** Monthly System ADP as a Percent of Annual Average ADP

Figure 4.8 is useful in exploring the pattern of monthly ADP. The average ADP for each month is expressed as a percent of the yearly average. Between 1993 and 2004, monthly ADP has varied from a low of 89% of annual to a high of 107%. The pattern is remarkable consistent. Figure 4.9 averages the data shown in Figure 4.8 by month. Population is elevated as much as 105% of average during the summer and fall (August through November). It is lower

**Figure 4.9** Average of Monthly System ADP as Percent of Annual Average ADP (1993 - 2004)

during the cold weather months, spring and early summer (December through July). Although the size of the population is large enough that the type of variations seen in the system will be relatively small percentage wise, the consultant sees this jail population as relatively flat across the months of the year.

## Section 4. Jail Population Trends

**Peak ADP****Table 4.2** Average ADP, Peak ADP, and Peaking Factor for Total System and Females (Selected Years)

Year	ADP	Peak ADP	Peaking Factor	Female ADP	Peak Female ADP	Female Peaking Factor
1993	1,955.77	2,099.10	107%	210.76	242.55	115%
2000	1,848.30	1,975.41	107%	251.76	273.71	109%
2004	2,056.74	2,172.34	106%	271.78	293.81	108%

Peaking factors examine daily counts for every day of the year in relationship to the average counts for the same year. Peak populations are based on the 36 highest counts (10%). The consultant selected three years for this analysis. 2004 was selected because it is the last full year of data. 1993 was selected since it was the first year for which female ADP is available and the first year for which system capacity approached current levels. 2000 was selected since it was a mid-point which occurred after changes which

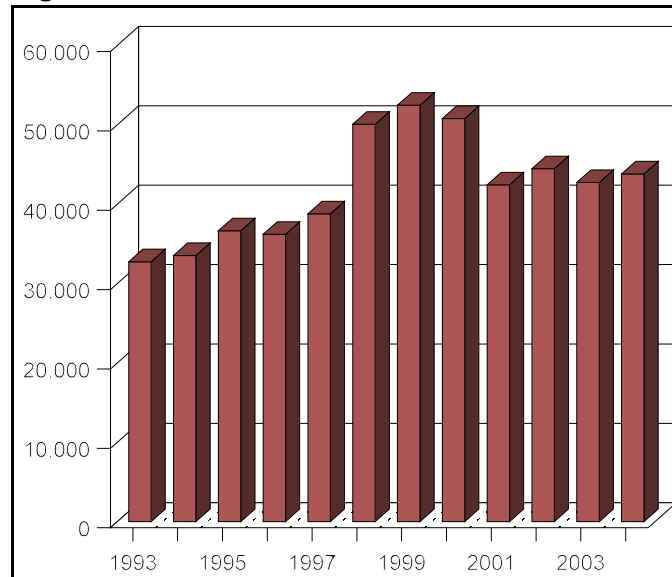
occurred in the mid 90's and before events of 2001. The peaking factors for the total population are very consistent at 106% - 107% of average. The peaking factors for the female ADP are higher. For 2000 and 2004, female peak populations have been 108% - 109% of average. However, in 1993, female population began to reach capacity within the facility, resulting in system changes resulted in early release and process only options for females. In 1993, female peak ADP reached 115% of average female ADP. This may be some of the most direct evidence of the degree to which the female population, certainly, and potential system ADP has become capacity driven.

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## Annual Admissions

## Annual Trend in Admissions

Figure 4.10 Trend in Admissions



Admission information is available with reliability only as far back as 1993; this is adequate for master planning purposes, since it includes the period when capacity was established. Review of the trend in admissions is particularly interesting. There are three distinct periods in this trend. From 1993 through 1997, admissions grew modestly from 32,732 to 38,762 (18%). For the next three years, admissions exceeded 50,000 annually, peaking in 1999 at 52,442. In 2001, a third period in which admissions leveled out between 42,000 and 44,500 annually.

Table 4.3 Trend in Admissions and Length of Stay

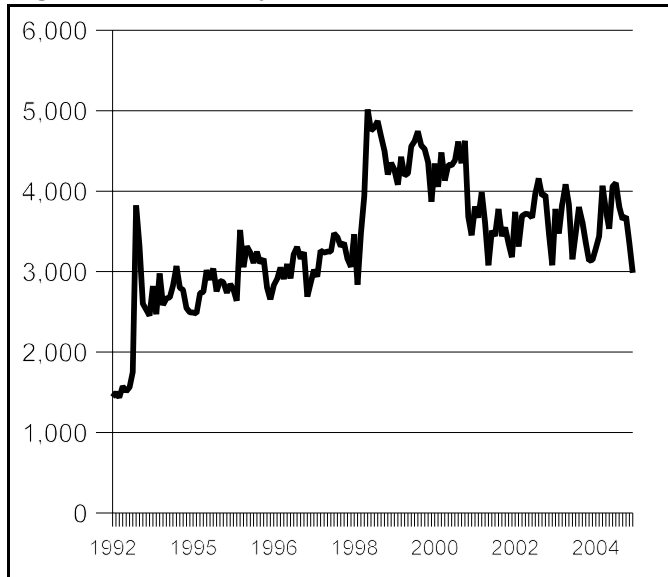
Year	Admissions	Length of Stay
1993	32,732	21.81
1994	33,503	20.73
1995	36,636	20.09
1996	36,194	19.51
1997	38,762	17.47
1998	50,055	14.23
1999	52,442	13.43
2000	50,776	13.29
2001	42,407	15.62
2002	44,453	15.54
2003	42,710	17.50
2004	43,784	17.16

Hamilton County staff believe that the most likely reasons for these shifting patterns lies in the practices and resources of the Cincinnati Police Department. Staff at the Sheriff's Office noted that there were fewer minor arrests when the County initiated the practice of "process only." As noted in section one of this document, process only provides a form of stationhouse release based at the jail. In addition, human resources at the Police Department increased from 947 certified officers in 1995 to 1,005 in 1998. This influx of officers would normally result in increased arrests simply based on the number of officers available. It is worth noting that there have been a variety of practice changes at the Police Department in response to community concerns. As a part of these concerns, the Police Department has focused on creating a responsive police presence in the community without necessarily focusing on arrests.

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## Monthly Trend in Admissions

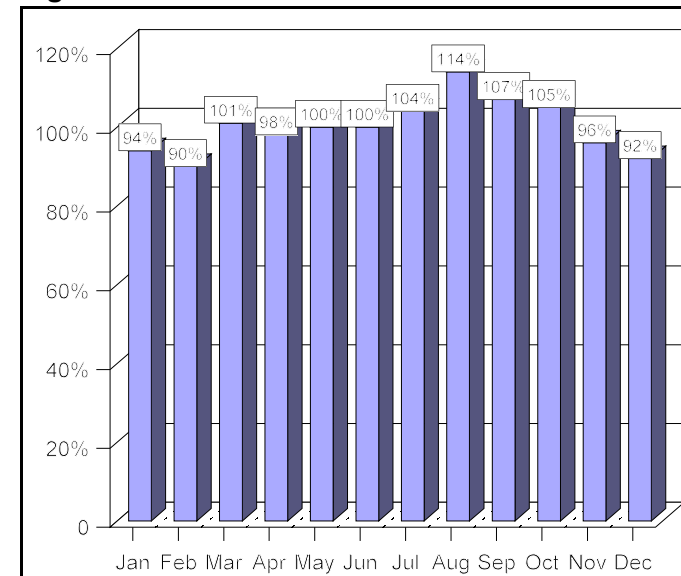
Figure 4.11 Monthly Trend in Admissions



The monthly trend in admissions shows two periods that were significantly different between 1992 and 2004. For the first year for which monthly admission data is available (1992), admissions were low; this is most likely related to the reduced capacity that was available at this time. The second period from May of 1998 to November of 2000. Overall, the strength of the trend is moderate ( $r = .62$ ). When the second period is eliminated from the trend analysis, the trend is considerably stronger ( $r = .75$ ).

Figure 4.12 clearly shows months when admissions are markedly higher. In general, admissions appear to be elevated in the warm weather months of the year, particularly August.

Figure 4.12 Seasonal Trend in Admissions

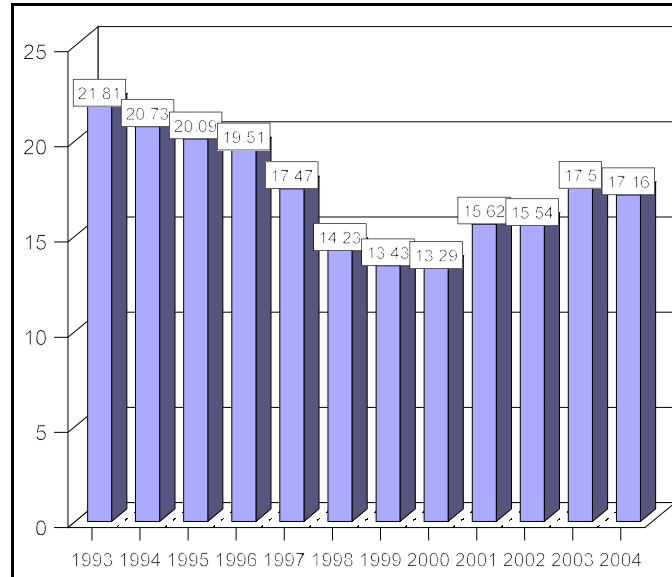




## Section 4. Jail Population Trends

## Annual Average Length of Stay (ALOS)

Figure 4.13 Trend in Length of Stay



There is a relationship among these population statistics. Average daily population equals average length of stay times the number of admissions divided by the number of days in the year. Figure 4.13 shows the trend in length of stay which shows four distinct periods. From 1993 through 1997 length of stay decreased modestly from 21.81 days to 17.47. ALOS remained low between 1998 and 2000, at 13 - 14 days. This was a period when the number of admissions was markedly higher than in previous years. When viewed in light of length of stay, since average daily population remained relatively flat, it suggests that a lower level of offenders, who could be released more readily, were coming into the system. LOS increased to 15 in 2001 and 2002, and LOS has increased again, to 17 days in 2003 and 2004. These are significant increases, given the large number of people admitted.

## Conclusions

1. The data provided in this section are shaped by a variety of conditions. Changes in arrest standards and practices help to shape admissions, while changes in legislation and sentencing philosophy helps to shape length of stay. During this period, a number of significant shifts have occurred:
  - a. There have been a variety of initiatives associated with driving while intoxicated. These initiatives and legislative changes first changed system response to this offense and have begun to shape social behavior.
  - b. A heightened awareness of domestic violence has resulted in increased mandatory arrests and the increasing use of protective orders.
  - c. Senate Bill 2, which changed the type of offenses which could be served locally, significantly changed prison populations and resulted in the emergence of community corrections.
  - d. Increased penalties associated with firearms and drugs have resulted in significant shifts in the prison and jail population. These changes in social policy influence both the prison and jail populations.
2. It is clear that elevated jail population levels are driven by length of stay in the system to a much greater degree than admissions.
3. There is considerable evidence that the system has become capacity driven. Review of average daily population clearly shows times when HCJC and Queensgate opened; these times resulted in an increase in population that was "waiting" to fill the beds which were created. It is also clear that when the number of beds are limited, the system adapts its behavior to function within the level of beds which are available.

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**Section 4. Jail Population Trends**

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4. Unfortunately for Hamilton County, it has a significant number of beds which can not be used by “any” inmate. Beds at Reading Road and Turning Point are linked to program participation, and beds at Queensgate are restricted to lower security inmates. HCJC, however, has been particularly crowded during the entire period studied, suggesting that the type of housing which is available at that location is the type which is needed.